

him,' and that means that he can't go to school."

Recipients noted that the daily juggling of CalWORKs requirements, child care, keeping house, and other obligations all added up to a set of stressful burdens.

"So it does get stressful, and like I said, especially like when they have you goin' in and out of the programs because you not only have to take care of the household, take care of the kids, take care of your personal business, and then you gotta make sure that you get to the program on time, that everything goes the way it's supposed to go with the program. So it is, it's extra stress..."

Furthermore, as job searches continue, each day's failure wears on family members.

"You know, um, it's um, I don't know, it's with my family, it's hard because my oldest son was watching my three-year-old and he would know that I have left the Job Club. And then he's wondering, okay, 'Are you coming home?' Where I'm like, 'No, 'cause I got to go and get applications.' And then he's frustrated, 'Well, I have to go to this and here.' And I'm like, 'Well, okay, I have to do this because if I don't do this, then they're going to sanction me. Then I'm going to be really messed up because, you know, then they're going to cut my check.' So, I'm taking away from their life in order to accommodate my life. And that's not really right."

Over time, the daily struggles of finding a job could lead to despair among family members.

"When I come home, they like, 'Momma, you gotta a job yet?' And I'm like, 'No.' And my husband, he say, 'Well, what the hell are you going for?' [laughter] And I say, 'Well, if I don't go, they're going to cut my check. We won't have nothing.'"

Overall, while finding a job could raise a participants' self-esteem, the struggles of looking

for a job added a burden on their emotional well being in addition to their struggle for economic well being.

Child Care

Whether or not welfare-to-work program recipients actually find employment, they face similar child care needs. Recipients reported that the problems of securing quality, affordable child care was one of the most significant barriers to getting and keeping a job. Recipients were thus pleased that CalWORKs provided child care assistance. When asked about how CalWORKs helped her most in her job search, a recipient replied:

"I think the biggest thing for me was having the child care for my son. Because I felt like, wow, how am I gonna keep the job? I can't afford my rent and child care. So that as my biggest concern. And, and I think the biggest support for me is that my child care is paid for and taken care of. That's - I think the biggest thing in order to keep a job is to have that support."

Like most parents, participants worried about finding child care that would be safe, nurturing and affordable. For many participants, the program's provision to pay a relative or friend for child care was perceived as a positive impact because they felt reluctant to leave children with strangers.

"My baby is little, one year two months old. He is cared for by his grandmother. I think that nobody can care for a child better than family.

"Child care is what I liked. They paid for child care so that my family could watch my children."

For others, leaving children with family made participants feel that they were interfering with their relative's own lives and needs. In some cases, grandparents who were called upon to provide care needed care themselves, which only added stress to the participants' complicated lives.

Those participants who found good child care with registered providers reported that the enriching environment benefited children:

"Oh, she's very good. Oh, yeah. She's done a lot 'cuz he's accomplished a lot of things I couldn't do. Because she has the experience, you know. And, I mean, I—he's learning so much now, he's learning so much [sound of fingers snapping]. I was able to keep up with nursery rhymes and stuff like that. Now he comes home with stuff I've never heard of. He's learned a lot."

Yet high-quality, affordable child care arrangements were not easy to find, and leaving children in child care was a source of stress for most families.

"As she said, people don't want to leave their children just anywhere. I also don't want to leave my children just anywhere because I have several small ones. I have a six, a seven year-old daughter, a three year-old son, and a nine month-old daughter. It's hard, I have many children."

Some participants reported bad experiences with child care, which had negative impacts on their children:

"And you know how, sometimes you get that feeling to go back and check. I went back, and the people were screaming at the kids and everything. I mean, \$70 a week and they were hollerin' and screamin'."

And when I got my son home, he didn't want to talk. And when I found out what had happened later, they had been shouting at all of the kids telling them to shut up all day. So I pulled him out of there that day. That was his second day, his last day.

Thus, not only finding child care, but also finding quality child care continues to remain a challenging task for working parent(s).

Balancing Child Care with Work

Many parents felt their children were too young for child care and felt guilty leaving them. Others worried about the lack of child care for teenagers who were left unsupervised.

"Yeah, because a lotta times, you don't, your teenagers may wanna cook or something. You have constantly to remind them: 'Make sure you turn the stove off. ' Make sure you turn the heater off.' And you know, you're leavin' your kid alone, you're like, Did they double check? Is the door locked? No friends in the house. That you came home, that you made it home on time, that nothin' happened to them on the way home. So, it's a constant, constant thing. But I always call when I'm out lookin' for jobs and everything and I'm runnin' late comin' I, I always call to check the heater and stove are off, everything. That you're doin' homework, you know, if what's not home — 'Where's Kara, where's Robert? Are they on their way? Did you see 'em at school?'"

For most families, the work requirement has meant less time to spend with children. One woman, who is pregnant and trying to finish a vocational training course, worries about her inability to see her son who had been placed in foster care:

"Another part that messed me up, too, is that I don't have that much time to spend with my other son. I used to catch the bus to Paramount and bring him to my house. And now, since I was going to school and working, I wasn't able, you know, I be tired when I get home. And it's, I don't know, just bad for me to see. I know how he be feeling right now. I know he be like, 'Well, Mommy don't love me 'cause she didn't come and get me this time.'"

Participants also perceive that children are affected by spending so much time away from their parents:

"I have three children: a 4-year-old, a 13-year-old, and a 17-year-old. When my daughter was born, since my first-born, I had always taken them to child care. It affects them in that we spend very little time together. I work from 9:00 to 6:30, I get home around 6:30 or 7:00. It affects them because when they get home from school, they're home alone, alone. They're growing up by themselves. In that respect, yes, my middle child's personality has changed recently. I believe that this is due, in part, to that they have to spend so much time alone, without me knowing how they are. In reality, one doesn't know what to do. Up to now, he hasn't done anything wrong, but his personality is changing, I think for the same reason."

Some parents perceive that their children are experiencing school and behavioral problems and attribute these to the fact that they are spending long hours alone or in child care.

"The time that I, you know, being away from him, I think is maybe a little more of a negative impact on him because he's in school - preschool nine hours a day. The teacher has told me that, you know, sometimes he'll lay in the ground outside on the playground and say that he wants his mommy. So I think that he misses me a lot. And, um, he's having a hard time."

Although several focus group members worried about how their absence, due to work or job search, affected their children, this was not the only concern raised. Even when physically present, a worn-out parent can be unavailable emotionally and otherwise.

"And then when I be—sometime when I be stressed out, I be like, 'You know, my baby wants attention.' He's only two and a half, so of course he gonna want attention. So I just feel like, 'Oh my Go—' Sometimes I feel like killin' myself. 'Cuz it be so bad. And I just can't give him what he wants 'cuz he wants it. And it's like, 'Just leave mommy alone. Just leave mommy alone.' He's still, 'Mommy, but I want—Mommy!' I be like, 'Oh, God.'"

Impacts on Families and Children

The picture that emerges from welfare-to-work participants in the focus groups about the impact of CalWORKs on themselves and their families is in most part very positive. When parents who had not previously been working find jobs, especially when the jobs are ones to which they have aspired, they describe a number of positive impacts. These impacts include not only increased household resources, but also better family relationships and greater self-confidence. It must be noted, however, that some of the focus group members were unhappy because they worked in jobs that did not advance their career objectives, and did not necessarily lead to long-term economic self-sufficiency. In addition, those recipients who failed to find jobs quickly reported increasing levels of stress on themselves and their families. For both workers and job-seekers, the fact that CalWORKs subsidizes child care was a major benefit. At the same time many parents worried about the quality of care their children were receiving, while some working parents wondered about the consequences of lack of time that they had for their children. Finally, especially for single parents bearing the "double burden" of employment and housework, drained them physically and emotionally.

The focus groups were primarily drawn from among adult CalWORKs recipients who had recently finished the GAIN welfare-to-work orientation, so CalWORKs recipients who were "no shows" were not heard from for this report. In addition, little was heard about aspects of CalWORKs not directly related to employment. For example, mothers were not asked whether the "family cap" provision of CalWORKs had affected their decision about intended family size and the impact of residence requirement for teens on their parenting skills and path to economic self-sufficiency.

Conclusions

In conclusion, between January 1998 and October of 1999, welfare parents increasingly moved off welfare rolls, and single mothers moved to join the workforce. Parents who left welfare for work became less likely to return to aid. However, many families who left welfare, did not receive the health coverage and Food Stamps for which they might have been eligible. Legal immigrants, who were unsure about their eligibility for aid or about the repercussions of accepting aid, shied away from the welfare system.¹⁵⁰

The observed indicators in the target communities related to family, child and community well being improved or deteriorated in the same manner as in the County as a whole. This suggests that CalWORKs neither facilitated nor impeded progress for welfare families, in its initial years of implementation.

Single-parent families that had been on aid for 8 or more years increased by 18 percent in the first two years of the reform period. This relative increase in long-term cases reflects multiple barriers to independence faced by parents in long-term cases.

This study also found evidence that the wages of single mothers remained flat while married mothers' wages had a propensity to increase. While employment rates did not increase substantially, program participation in the welfare-to-work program components increased significantly in the first two years of welfare reform. In addition, adults who worked and continued to receive cash aid were likely to work more hours.

Poverty rates declined among two-parent families and increased only slightly (about 1 percent) among single-parent families. There is also evidence that welfare leavers may be becoming self-sufficient. The proportion of participants that returned to aid within six months declined by about

10 percent in the second year of the CalWORKs program.

This initial round of observing and analyzing trends has contributed significantly to knowledge about the impact of welfare reform in Los Angeles County, but there is much more to learn. For instance, why did the proportion of cases under two-years-old and over five-years-old increase, while cases in the middle—two-to five-years—decline as a proportion of all cases between January 1998 and October 1999? If so, has this trend continued or changed in recent years? The growing fraction of "young" cases is indicative of a higher level of turnover. As predicted by many scholars, as families with mild or moderate problems are helped to leave welfare, the "hard core" or "hard to serve" are an increasing fraction of those who remain.

The evidence regarding those who left welfare remains inconclusive. Studies indicate most leavers felt themselves, at least in the first several months, better off, and a small, but significant, minority felt worse off. In late 1999, the State of California conducted a Statewide phone survey of former recipients who had left aid in 1998 and 1999.¹⁵¹ They found that 51 percent of respondents felt that they were doing better overall, and 43 percent were better off financially than they had been while on cash aid. On the other hand, 16 percent felt that they were worse off overall and 26 percent—a full one-quarter—felt that they were worse off financially than they had been while on aid. Most of the remainder said that they were doing no differently than they had while on aid. Many leavers reported suffering hardships after ending their welfare receipt, such as having to go hungry occasionally or being unable to pay bills. In the California study mentioned above, one-quarter of the respondents reported having "a great deal of difficulty" or "quite a bit of difficulty" paying their bills, and another quarter reported "some difficulty." A national study indicated that

some leavers (18 percent) often go hungry, but on this and most other measures of hardship, *excluding* ability to pay bills, welfare recipients were worse off than leavers.¹⁵² Another California study conducted in 2000, and based on administrative data, found that, on average, welfare leavers in the State earned \$3,665 per quarter, which is 106 percent of the Federal Poverty Threshold for a family of one adult and two children.¹⁵³ If the average was barely above the poverty level, many leavers, if not most, had incomes below the poverty level—especially since the 48 percent of leavers who had less than \$100 in quarterly income were not computed into the average. This makes the difficulties of welfare leavers more understandable. It also helps explain why the majority of the leavers (57 percent) in the California phone survey still received some form of Medi-Cal assistance, and 19 percent were receiving Food Stamps assistance.¹⁵⁴

The California findings are consistent with a study of single-parent welfare leavers in Washington State, where 60 percent of survey respondents said that they were now better off than they had been on welfare; 22 percent said their situation was about the same; and 18 percent reported being worse off.¹⁵⁵ Of those who were worse off, 58 percent said they would likely return to aid within six months. The California study did not include a comparable tabulation, but did find that only 10 percent of all leavers expected to return to aid within a year, and of those not working at the time of the survey, only 20 percent felt that they would return to aid. The finding that about 20 percent of leavers return after six months suggests that, all else being equal, leavers may be overoptimistic about their prospects. What needs to be explored more fully is why the worse-off minority (and, to some extent, the larger group of families that are not better off) were doing poorly, why they left aid, and whether they could be helped within the constraints of Federal time limits.

This report ends with the voices of welfare recipients because the recipients provide a reminder of how many aspects of an aided family's life can be affected by welfare reform. Drawing from the stories recipients told, a composite portrait could be painted of a single-parent family participating in the CalWORKs welfare-to-work program. The mother sought work and needed transportation. Her college student son helped her, but at the cost of neglecting his education. Her preschool daughter wondered where her mother had gone. Once the mother found work, her grade school son was proud and the family's finances improved, but she had no time to spend helping her son with homework or supervising him after school. Unsupervised in a bad neighborhood—the only neighborhood the mother could afford—she feared that her young son would get into trouble. While the accent here may be on the negative, this excerpt highlights that the mobility of CalWORKs families out of poverty has many challenges and not without pain.

Self-sufficiency

As DPSS has increasingly turned its attention to helping families not just leave welfare, but also prepare for the road to long-term self-sufficiency, the complexity of their mission has increased. Preliminary studies on the impact of welfare reform show that while the new reform has been successful in making welfare recipients work, most of their earnings have been in low-wage jobs and not sufficient to raise their family out of poverty, suggesting that a lot more needs to be done to move welfare recipients beyond low-wage, dead-end jobs and into jobs with a living wage and long-term growth opportunities.¹⁵⁶ This must be done while not displacing other workers and causing other families to become welfare-reliant.

Indications are that the majority of families that left welfare did so when they were still eligible for assistance. Only 22 percent of the cases discontinued in Los Angeles County in September 1999, for example, were terminated because the family was clearly no longer eligible for aid—

another 6 percent were ineligible because of earnings.¹⁵⁷ The process of self-sufficiency may be undermined if parents who find jobs leave welfare immediately because they are afraid of losing time-limited benefits. Inability to take advantage of career-boosting resources designed to sustain self-sufficiency could ultimately lead to more barriers and extend the overall usage of the welfare reform system through repeated cycles of aid.

Next Steps

This report is the first in a series of annual reports on the impacts of welfare reform in Los Angeles County. Several research questions have been identified that were not addressed in depth in this report, but which CES believes should be analyzed in greater depth in the future. These questions include:

- ♦ Why did parents choose to leave welfare early or before they were ineligible?

- ♦ Why did welfare leavers not use benefits for which they were qualified?
- ♦ Why did eligible immigrants fail to take advantage of cash aid and Medi-Cal?
- ♦ Did the rapid entry of welfare recipients into the workforce displace other working people from jobs?
- ♦ If welfare parents and welfare leavers were displacing other working people from their jobs, which types of jobs and jobholders were most affected?

While not all of these questions may be answerable just yet, future reports that use survey data along with administrative records may help shed further light on the issues underlying these problems.

Appendix A. Notes on Data and Methods

To spare the casual reader from lengthy discussions of technical details in the body of the report, these discussions have been placed in this appendix. The primary data sources for this report were United States Bureau of the Census surveys, administrative records from a variety of public agencies in Los Angeles County and the State of California, and surveys and focus groups conducted by CES. General information on these data sources and on the calculation of specific statistics are provided here.

United States Bureau of the Census Surveys Population Estimates

For purposes of comparing trends over time, a consistent, reliable series of annual population estimates for Los Angeles County were necessary. CES estimated its own series from a variety of data sources, because it was determined that the official population estimates were not consistent and reliable.

Official Census Bureau estimates of the population of Los Angeles County caused difficulties for several reasons. First, intercensal estimates do not adjust for the undercount of the Los Angeles County population. The Census Bureau estimates that it failed to count about 300,000 Angelenos in the 1990 Census. Undercount rates were particularly high among children and African Americans. An estimated 14 percent of African American children were not counted in the 1990 Census. Undercount adjustments are estimated from birth, death, and interstate migration, and do not adequately control for international migration which is disproportionately high in Los Angeles County. Second, the Census Bureau's intercensal population estimates understate growth in the Los Angeles County population because they rely heavily on measures that do not accurately capture the population of an immigration center. The Census Bureau relies on the number of tax returns and Medicare administrative numbers to

estimate growth in the population. These measures understate growth in the Los Angeles County population because they do not control for the fact that Los Angeles County poverty means that higher proportions of Angelenos are not required to file tax returns. Further, these estimates fail to adjust for the fact that elderly immigrants are often not served by programs such as Medicare. Third, the undercount adjustment factors are likely understated because they do not adequately measure the likely population of immigrants in the Los Angeles County area.

Urban Research produces annual demographic estimates for Los Angeles County that do control for these problems. However, these estimates were not consistent across time and thus were not useful for this project. Although Urban Research estimates are considered reliable estimates of the population in a given year, the new information about population is not used to adjust historical estimates of population. For example, if new evidence of growth among the Hispanic elderly were found, this would impact the current-year population estimates but would not be used to adjust past estimates. Urban Research is now in the process of researching how to adjust past estimates accurately.

Population estimates made by the California Department of Finance were examined, but rejected because they appeared to be inconsistent in a manner similar to the Urban Research estimates. The Department of Finance population estimate for Los Angeles County was essentially the official Census estimate back in the early 1990s, but has since grown to exceed the undercount-adjusted population estimates. Nonetheless, the Department of Finance characterizes their estimates as *not* adjusting for the undercount. They likely understate the population of children and African Americans and seem to overstate the population as a whole. CES has informed the California Department of Finance

about these apparent problems with their estimates, and expect to see the State produce revised estimates for Los Angeles County in the future.

The Current Population Survey was not a useful source as its population counts were manipulated to be consistent with the Census Bureau's undercount-adjusted estimates of the State population.

Finally, CES received the United States Bureau of Labor's (BLS) estimates of the civilian, non-institutional population of Los Angeles County over the time period. These estimates were found to be consistent and reasonably precise. The BLS controls for the undercount in the Los Angeles County population, and develops its estimates through a rigorous modeling process. The BLS estimates are produced by a signal-noise filtration model that reduces random noise in the estimates and is specifically tailored to model the Los Angeles County population.

CES used the BLS estimates of the civilian, non-institutional population aged 16 and older as the basis for its estimates. However, additional adjustments were required to estimate the entire civilian, non-institutional population, specifically for children under age 16. In order to estimate this population, the institutionalized component of the Los Angeles County child population was estimated using the percentage of children institutionalized in the 1990 Census of Population. Then, undercount adjustment was applied for the child population to calculate the numbers of children presumed to be uncounted.

In order to estimate the resident population, CES made adjustments to its estimates detailed in the preceding paragraph to include members of the armed forces and institutionalized persons. The armed forces estimates were made from Census data on the armed forces population nationwide and were adjusted to Los Angeles County using 1990 information on the location of the armed forces. This technique likely overstates the armed

forces population in Los Angeles County, because cutbacks in military personnel are considered to be higher in Los Angeles County than the national average. The institutionalized population was estimated from a combination of data sources, including Census Bureau estimates of the national institutionalized population and the proportion of the Los Angeles County population institutionalized according to 1990 Census data. The resulting estimates of the resident population were closer to the undercount-adjusted population estimates produced by the United States Census Bureau than to any of the other sources of population estimates.

As stated above, for the purposes of comparing trends over time, CES required consistency in the population estimates. Although the estimates that were used suffer from some limitations in the undercount adjustment factors used, CES considered these to be the most reliable, consistent population estimates available at the time the analyses were conducted.

Census of Population and Housing

The 1990 Census of Population and Housing was used for estimating population and poverty at the Census tract level in the County. For population estimates, the 100 percent count data from the Summary Tape Files (STF) was used for tract-level data about the County. For poverty estimates at the tract level, the Census sample of 7 percent of the population who are given the long survey form to complete was used. These data were drawn from the STF files.

For purposes of calculating gender ratios by race and age group, the non-institutional portion of the population was calculated from a 5 percent sample of records called the Public Use Microdata Samples (PUMS).

Current Population Survey (CPS)

The CPSs were used for a number of additional measures and were also used for making local

area poverty estimates. CPS is a monthly survey conducted by the Bureau of the Census. It is a national household survey, reaching approximately 135,000 people in about 35,000 families each month. It is labor market focused.

The Census Bureau administers a labor market questionnaire as part of the Current Population Survey in each month on behalf of the United States Bureau of Labor Statistics. This questionnaire forms the basis of local and national official unemployment estimates. Researchers are provided access to one-quarter of the sample used for purposes of official estimates. These data are known as the Outgoing Rotation Groups. The Outgoing Rotations data covers 370,000 people in roughly 100,000 households in a given year. The Los Angeles County portion of the sample covers 13,000 people in 3,000 households. Because the sample size for these data is roughly three times larger than the sample size in a given month, the data are considered more accurate particularly for sub-state and metropolitan area estimates.

The Outgoing Rotations data were used to estimate wage rates and unemployment by education status, gender, and family headship status. They were also used to estimate demographic characteristics of the population such as family headship numbers for the Los Angeles metropolitan area. Whenever possible, we used the unemployment estimates made by the Bureau of Labor Statistics because they are more reliable. These estimates are based on larger sample size and are filtered through a signal-noise model.

The March component of the Current Population Survey was used to estimate health insurance coverage, incomes, and poverty status for the Los Angeles metropolitan area. The health insurance questionnaire is administered in the March survey as are detailed questions on income amounts and sources. The health insurance questionnaire underwent significant redesign in

1994 during the time period under analysis. Although an attempt has been made to control for design changes in making our estimates, the estimates for 1992-1994 are not entirely comparable to the estimates for the 1995-1999 period.

The weights used in the CPS provide researchers with information on the number of people in the population represented by each survey respondent. On average, each Los Angeles County resident surveyed represents 750 other residents in the Outgoing Rotations data and represents 1,700 other residents in the March survey data.

These weights are not entirely reliable for the Los Angeles County area and were adjusted by Urban Research to account for Census Bureau errors and underestimates of the Los Angeles County population. Although the weights do attempt to control for the undercount of Californians, they are not designed by the Census Bureau to control for inaccurate population estimates at the sub-State level. Urban Research developed more accurate Los Angeles County population estimates and used these to adjust the Current Population Survey weights. The accurate population estimates are essentially the undercount-adjusted Los Angeles County population of civilians who are not institutionalized.

Administrative Records

Administrative records are data on cases or incidents that are collected by government agencies strictly or primarily for their own internal use in day-to-day operations. Although administrative records may be paper-based, this report refers only to data collected and processed through administrative computing systems. For this report, administrative records that were provided by a variety of sources were used.

Typically, administrative records have full or near-full coverage of the population of interest—a big contrast to the sample surveys described above.

On the other hand, administrative records present their own problems. As members of a research team that has worked extensively with data from California State and County agencies have noted,

"Administrative data systems often have tremendous gaps in the reporting of some items—especially those that are unrelated to the business purpose of the data system, and individuals or cases sometimes get lost because of faulty matching. In addition, administrative data systems often suffer from severe problems of non-comparable data, poor documentation, and unreliable data."¹⁵⁸

The result is that administrative records are often difficult to properly utilize for research purposes. Proper use of administrative records requires system-specific knowledge that typically resides only inside the agency providing the data. That means that successful research depends on the willingness of the data-supplying agency to go well beyond merely transferring the data to researchers.

Employment: Employment Development Department

Employment and job growth estimates in the first part of this document are based on administrative records provided by the California Employment Development Department under a confidential data contract with SIB. The data are used for purposes of tracking employment and earnings for local and national statistics. The data are considered the most accurate available data for purposes of identifying employment levels at individual businesses, and for purposes of estimating employment in sub-national and sub-State areas. The data cover the vast majority of employers and cover 85–90 percent of the local workforce.

Urban Research matched the administrative records on individual business establishments in Los Angeles County to a geographic database in

order to determine the geographic location of the individual businesses.

The data are incomplete in that they do not include the self-employed and certain businesses exempt from Unemployment Insurance reporting requirements. The self-employed constitute roughly 10 percent of the local workforce. Exempt business establishments are primarily farming and religious institutions and constitute an insignificant share of the local labor force. The employment counts reported to the California Employment Development Department include full-time and part-time workers; however, they do not include student workers, interns, and unpaid volunteers.

The underlying data are somewhat flawed for the purposes of geographic coding. Smaller businesses with multiple branches do not necessarily report the precise location of each branch and may sum all their employment and allocate it to their main location. Some businesses report a mailing address outside the County and do not provide the actual site address, and these businesses are allocated geographically on the basis of the geographic distribution of employment at businesses with useful addresses located inside County boundaries.

The employment estimates are made by Urban Research and account for employment that is not reported to the State, for imperfections in the business establishments' addresses as well as imprecision in the geographic matching process. The reader should be advised that employment estimates are more precise for larger geographic areas and lose precision as they are estimated at smaller geographic levels such as Census tracts.

Public Assistance: DPSS

DPSS provided CES with monthly electronic copies of case records of CalWORKs recipients starting with April 1998. These records allow the determination of how many people were aided during each month, which people were registered with the GAIN welfare-to-work program and similar

questions. Personal identifiers are present in these data, allowing the possibility of tracking individuals and cases over time. Included in these data are information on items such as the type of aid being provided, the amount of aid provided, the date the aid became effective, the gross earnings of household members, the address of aided cases, the birthplace (by state or country) of aided persons, and the primary language spoken by GAIN participants. DPSS keeps records on CalWORKs recipients in a number of different data systems. IBPS and CDMS are case management systems that have information about aid eligibility and payments. The GAIN Employment and Activity Reporting System (GEARS) is the GAIN welfare-to-work system, and it tracks individuals rather than cases. GEARS has become increasingly multipurpose, now handling information about child care and other services that can be received by non-welfare-to-work aid recipients. The Welfare Case Management Information System (WCMIS) is a data system that has basic case and aid information, updated only when participants move or aid types are added, changed, or terminated.

As of May 1, 1999, the DPSS Pasadena Assistance Payments office transitioned onto LEADER, and the DPSS South Family Aids office joined them on October 1, 1999. Together, the Pasadena and South Family offices handle about 8 percent of the total Los Angeles County CalWORKs caseload. Data obtained before the offices moved to LEADER shows that adult recipients handled by the Pasadena and South Family offices were less likely to be employed and significantly more likely to be enrolled in the GAIN program than recipients at other offices. Twenty-eight percent of adults from the two offices were enrolled in GAIN in April 1998, but only 22.5 percent of all other adults were enrolled in GAIN. Since the cases handled by these offices are systematically different than the County caseload as a whole, omitting them from calculations would introduce "selection bias."

An alternative to omitting these offices from calculations was to create estimates for the offices based on past trends. This method has its virtues—we would be presenting counts of recipients, for instance, that would be closer to the actual number for the County—but it could also introduce "trend bias"—an error resulting from the extrapolation of past trends. CES decided against making a blanket decision for all tabulations, but instead decided to choose between one of three alternatives for each calculation that would either: a) omit the two offices from the entire calculation, b) omit the two offices only when there was no data for them, or c) use straight-line extrapolations for the data points that were missing. The tables and figures in this report are marked accordingly.

Data on CalWORKs cases and aided persons are kept primarily in the IBPS data system. CES receives a monthly *extract* of IBPS data; this extract (which also includes data from CDMS) is commonly referred to as FOCUS. The extracts that CES did receive are subsets of the full database in two ways. First, they do not include all cases. The full database includes many cases that are no longer active. The extract includes inactive cases only if they have become inactive during the extract month.

Second, there are many data elements in the original FOCUS data that are not part of the extract file. For a variety of purposes DPSS administrative data needs to be matched with data from other agencies, and this matching requires possession of participant names. (Please note that all of these matched data are kept strictly confidential and are not released to any agencies, including DPSS.) Because the FOCUS extract does not include the names of persons receiving aid, CES has had to retrieve WCMIS data, which does include names, and merge the two data sources before performing the match.

One aspect of the FOCUS extract that has caused CES some difficulty is the way in which household and family members are handled. Each type of

assistance that DPSS provides has a different set of rules regarding which household members are or are not to be included in the "assistance unit" (AU). IBPS handles this by creating multiple "separate families," each of which corresponds to the AU for a specific type of aid. A specific household member may appear in all or none of the AUs. The identifiers assigned to each person in the case are not consistent across AUs, and the family relationship codes used in IBPS are of low quality, so it is difficult to determine precisely how large the household is, who is in the household and the family, what aid they are receiving, and how they are related. Furthermore, there is no reliable way to determine whether or not any unaided persons in the household that are listed as AU members still live in the household.

These difficulties were most serious as an attempt was made to determine how CalWORKs family incomes compared to the Poverty Threshold for a family of a given size. In many instances, it was not clear how many people were living in the household, and it was often also not clear how any of the persons in the household were related to each other. Using a variety of techniques, it was possible to develop the approximations that were used in the poverty tables. Since LEADER does not divide cases into separate families and since its family relationship tracking is much more developed compared to IBPS, it is expected that LEADER, will yield more accurate poverty (and other) calculations.

Child Welfare: DCFS

DCFS investigates allegations of child abuse and neglect and administers programs to protect children who are verified victims. These programs include "Family Maintenance," in which DCFS workers monitor the family to ensure that children are being properly cared for; Family Reunification," in actions are taken to prepare the family for reintegration of children that have been temporarily removed from the household; and "Permanent Placement," in which children are permanently removed from their parents' care.

New referrals received by DCFS are initially classified under the category "Emergency Response" while the agency attempts to verify that a problem exists. When that determination is made, a case either becomes "substantiated" or is dropped. Substantiated cases can remain as Emergency Response (ER) for some time while a decision is made on the disposition of the case. In any given month, most new cases will be classified as ER.

DCFS prepared special data extracts for CES with case ID, name, parental address, social security number, program type, and other information. For each year from 1992 through 1997, DCFS provided files with a snapshot of their caseload at the end of the month of October. DCFS also provided snapshots of their caseload in December 1998, and in every month from February 1999 through the present. The earlier files (October 1992 through October 1997) included large numbers of referrals mixed in with the verified (substantiated) cases, but the later files (after October 1997) did not. The referrals were classified as ER, and were not distinguishable from the small numbers of ER cases that had been substantiated and had not yet been transferred to another program. In order to ensure comparability across the years, all records classified as ER were dropped.

Dropping ER cases has the unfortunate result of enforcing biases already inherent in the methods. The major source of bias is the fact calculations are based on data for a single month during the year. For reasons of practicality, DCFS was only able to supply CES with one data extract per year for the years 1992-97. After conferring with DCFS, October was chosen as the target month for each of these years. There are some seasonal ups and downs in DCFS caseloads, and, according to DCFS, October tends to be an average month.

Each October file gives us a snapshot of cases that were open at the end of that month. These

include cases that were initiated many years before and have not yet been resolved. Cases are not included cases that were initiated earlier in the year, but that were resolved and closed before the end of October. This means that there is a bias in our data towards longer-term cases. The proportion of DCFS cases that last less than a year is not presently known and so the extent to which these cases are underrepresented in CES's tabulations cannot be stated. Based on conversations with DCFS, however, it would appear that many of the ER cases that are to be dropped will become short-term cases, and therefore dropping these ER cases exacerbates the methodological bias. While this bias is undesirable, it is presently unavoidable, and, in any event, the longer-term cases that are being captured tend to be the more serious ones.

Rates of incidence within a specific geographical unit are normally calculated by counting the number of incidents within that unit and dividing this by the population subject to this specific kind of incident. In this particular instance, the number of substantiated cases of child abuse and neglect occurring during a year is counted and then divided by the number of children (persons under age 18). For this report, CES calculated rates for individual Census tracts, for local communities, and for the whole County. Community-level estimates were based on the counts of incidents and children in their constituent Census tracts. County-level estimates were also based on aggregation from the Census tract level. Cases were assigned to specific Census tracts based on the "family of origin" address, not the placement address. That is, for children placed in foster care or other care outside their parents' homes, the address of their family of origin was used as the locus of the case. This is justified because the victimization would normally have taken place at the home of the family of origin. The family's address was geocoded by CES.

A computer system transition at DCFS during 1997 and 1998 affected us in three ways. First, it

was the computer system transition that caused DCFS to send data on only substantiated cases after 1997, when they had sent data on some unsubstantiated referrals for earlier years. Second, because of the transition, the 1997 data was incomplete, missing the cases managed by an office in the South Bay, and DCFS was unable to supply a file for October 1998 (CES used the December file they supplied in its place). The DCFS Lakewood office switched computer systems in early 1997, resulting in a substantial undercount in the October 1997 file for nearby areas, especially Central Long Beach, Compton, and Wilmington-Harbor City. Because the Lakewood office handled roughly 12 percent of the DCFS annual caseload, totals for that year have been weighted accordingly.

Third, with the old computer system, DCFS was able to supply valid addresses for almost all cases. The December 1998 file did not include addresses at all, and later files had a lower proportion of valid addresses than had been the case with the 1992-97 files. Because of the missing addresses, we did not use December 1998 data in Table 13. (December 1998 data were used in Table 14, where addresses were not relevant.) CES experimented with weighting post-1997 data to compensate for the lower proportion of valid addresses, but it was determined that this was unnecessary and might have resulted in distorted findings.

To obtain the results shown in Table 14, children in the DCFS files were matched against families and children in DPSS case files. Each DCFS file was matched against the DPSS case records for the same "target" month. CES searched for matches on case and person number, name and Social Security number. These were matched with DPSS case and person number, Social Security number, and applicant name. This was a "probabilistic" match conducted using the Automatch software package, and it allowed a pair of records to be considered "a match" even when they did not agree 100 percent. Care was taken to

ensure that only very high probability matches were selected. Matches were identified at the family (or DPSS case) level because many of the children monitored by DCFS would be in temporary or permanent out of home placement and might not be included in DPSS case records. All children monitored by DCFS who matched a DPSS case were counted separately.

After completing the match, CES selected only the children who whose DCFS cases opened in the prior year (inclusive of the month from which the DCFS file was drawn—the “target month”). CES estimated rates of neglect and abuse by dividing the number of children selected by the number of children aided under CalWORKs in the target month. Please note that the number of CalWORKs-aided children in the target month is only an approximation of the “true” source population size. The children who were in out of home placement during the target month were probably not included in the month’s count of CalWORKs-aided children. Furthermore, most of the DCFS cases originated before the target month, and the number of children would probably have been larger in the month in which the case opened, given the continuing downward trend in CalWORKs caseloads. Another point to note is that some of the linkages between children and CalWORKs cases identified through the matching process may be of children placed *into* rather than *out of* CalWORKs families. Families that take in related foster children may become eligible for CalWORKs assistance as a result. These cases were not counted separately, but their numbers appear to be small enough as to have no significant impact on the incidence rates that were calculated.

Vital Statistics: Department of Health Services

The Los Angeles County Department of Health Services collects birth and death statistics from all area hospitals *except* those in Long Beach and Pasadena. The residences of mothers and deceased persons were geocoded in order to report on this data at the tract level. The main

measures used were Teen Births, Low Birth Weight, and Infant Mortality. Rates for teen births were calculated using births among teens divided by the number of teens age 10–17 in the County (taken from population estimates) multiplied by 1,000. Rates for low birth weight were calculated by using data on births less than 2,500 grams as the numerator and all births for that year as the denominator. Infant mortality was calculated as the number of infant deaths divided by all births for that year (multiplied by 1,000).

The California Department of Health Services also collects vital records data. The cities of Long Beach and Pasadena collect birth and death data from their local hospitals. These data are sent to the State. Annual birth and death data for the entire County, with zip codes but not addresses, can be retrieved from the California Department of Health Services. CES does not have this data for all target years, and did not use this data.

Education

Los Angeles County Office of Education

Each February all Los Angeles County schools submit to the LACOE a count of CalWORKs-aided students who were attending school in the district during the preceding October. For the County and for each community, we calculated the proportion of students who were from CalWORKs families, dividing the count of CalWORKs-aided students by the total number of students enrolled in public and private schools. We present annual school dropout rates for grades 9-12. These are calculated by dividing the total number of children leaving grades 9-12 during the school year, including transfers, but not graduates, by the total number of students enrolled at any time during the school year.

California Department of Education

The State of California Department of Education collects statistical data from school districts on school-level (K-12) demographics and achievement. Some of these data are made

available to the public through the web. Among the statistics released are, for each school in the County, the proportion of children receiving free or subsidized school lunches, the number of children enrolled, the proportion of children who are classified as LEP, the national percentile scores for each grade on the SAT/9 standardized test, and the proportion who are from CalWORKs-aided families.

Communities, School Districts, and School Reporting

Los Angeles County is home to many school districts. Some of the school districts serving our target communities are local "unified" school districts, meaning they cover elementary, middle/intermediate and high schools. Some districts handle only elementary or only high school students. The districts sometimes serve a single municipality and sometimes they combine multiple cities and unincorporated areas of the

County. LAUSD is enormous, but only serves a fraction of the total school age population. Areas within the City of Los Angeles are served by LAUSD (and many private schools), but areas outside of the city are more likely served by another district.

Reporting community-level school statistics is thus somewhat problematic. Where the community is served by a unified school district, the SAT/9 scores we report are composite scores for the entire district. For communities that are served by school districts that also serve other communities, SAT/9 scores are presented for one randomly selected elementary school (for 3rd grade scores) and one randomly selected high school (for 9th grade scores) within the community. Table 1A lists the randomly selected schools.

Table 1A. Schools Selected to Represent Communities

Community	Schools
Boyle Heights (LAUSD)	Evergreen Elementary Theodore Roosevelt Senior High
Central Long Beach (Long Beach Unified)	Edison Elementary (No high school within community)
Wilmington-Harbor City (LAUSD)	Harbor City Elementary Narbonne (Nathaniel) Senior High
Hollywood (LAUSD)	Grant Elementary Hollywood Senior High
Mission Hills-Panorama City (LAUSD)	Ranchito Avenue Elementary (No high school within community)
Rosemead (LAUSD)	Portrero Heights Elementary Rosemead High

CalWORKs Evaluation Services Surveys

Between May 25 and June 10, 1999, CES fielded survey research teams that visited ten CalWORKs district offices. These teams conducted survey

interviews with 131 aid recipients and 68 staff members (20 intake eligibility workers, 20 approved eligibility workers, 20 eligibility supervisors, and eight district office deputy directors). This survey partly overlapped with the

survey fielded by CES at 13 CalWORKs district offices in December 1998 and reported on in our second CalWORKs evaluation report. The recipient survey included questions on services received by recipients at the CalWORKs offices, questions on whether staff explained various parts of the CalWORKs program to the recipients, and on how well recipients' families were doing under CalWORKs. (Answers to the "impact" questions are included in this report.) Staff members were asked questions about CalWORKs implementation and about changes in their work roles. (Staff interviews are not included in this report.)

CalWORKs Evaluation Services Focus Groups

CES conducted several waves of focus groups starting in December 1998. The initial wave included focus groups with both staff and welfare recipients. The welfare recipients were chosen from among those at one of two GAIN Regional Offices who had in December 1998 recently completed GAIN orientation. The nine groups reported on here took place February–June 1999. Two of the groups included nine participants from the initial December 1998 groups. Of the other seven, two groups were conducted in Spanish and 50 GAIN participants were included. The groups were conducted in three GAIN offices and one CalWORKs district office. The database included a total of 59 individuals.

In addition to general questions about the GAIN welfare-to-work program, focus group members were asked impact questions. They were asked about how participation in welfare-to-work activities, including job search and employment, affected their families' economic, social and psychological well-being. The findings reported here come from observations, transcriptions and analysis.

CES's research comes from participants at different stages in their transition from welfare to work and with different relations to the GAIN Program. Five focus groups consisted primarily of participants whose progress had been followed

since they were recruited during their Orientation to GAIN in December 1998. They were interviewed at that time and then again in the winter and spring of 1999. Some of the participants who attended focus groups in December had dropped out, were exempt, or otherwise unavailable, several substitutes were recruited who, like the majority of the participants, were either searching for a job or were working. All participants in these groups came from two regional GAIN offices selected to represent the majority welfare Hispanic (immigrant and native-born) and African American populations. They volunteered to participate we personally contacted them during an activity at these regional offices.

To understand the impact of GAIN, it was important to include the employed in our study. Three focus groups were recruited from participants who were employed at least 32 hours. This group was deliberately added to the sample because few members of the original group had full-time employment. These participants were randomly selected from lists provided by one district and one regional GAIN office. These offices were located in parts of the County that enabled inclusion of more Whites and Asian Americans in our sample (see Appendix B for a fuller picture of the age, education, employment status, immigrant status, and race/ethnicity of our participants).

During the focus groups participants were told about the purpose of CES's research, the importance of adding their voices to the County's evaluation, and the themes that would be explored in the focus groups. Each participant was given a brief questionnaire about themselves and their welfare-to-work status. Rules of conduct were presented to encourage participation and avoid dominance by a few individuals. To start the sessions, participants were asked to tell a little about themselves—their status in the transition from welfare-to-work and how the program had served or not served their needs. Most of the discussion time was devoted to the impact of

GAIN on themselves and their families. The questions were general and open-ended; the aim was to capture what was important to them and in their own words. If major issues were not covered in participants' initial responses, an attempt was made to elicit more specific responses. The

questionnaire (see Appendix C) functioned as a guide for the facilitators; it was not followed rigidly. The order and priority of questioning was at the group leader's discretion and depended on the dynamic of the group.

Table 2A. Demographic Profile of Focus Group Members

Gender	Frequency	Percentage
Female	38	76
Male	12	24
<i>Total</i>	<i>50</i>	<i>100</i>

Age	Frequency	Percentage
Under 20	1	2
20 – 29	10	20
30 – 39	7	14
40 – 49	24	48
50 – 59	3	6
No answer	5	10
<i>Total</i>	<i>50</i>	<i>100</i>

Education	Frequency	Percentage
Less than high school	17	34
Some high school	6	12
High school graduate	8	16
Some college	14	28
College graduate	4	8
No answer	1	2
<i>Total</i>	<i>50</i>	<i>100</i>

Immigrant Status	Frequency	Percentage
Born in United States	25	50
Born elsewhere	22	44
No answer	3	6
<i>Total</i>	<i>50</i>	<i>100</i>

Race/Ethnicity	Frequency	Percentage
African-American	10	20
Euro-American	10	20
Latina/o	26	52
Asian	1	2
Mixed	2	4
No answer	1	2
<i>Total</i>	<i>50</i>	<i>100</i>

Table 3A. Frequency of Immigrant Status by Race/Ethnicity

Race/Ethnicity	Immigrant?		Total
	Yes	No	
African-American	0	10	10
Euro-American	3	7	10
Latina/o	19	4	23
Asian	0	1	1
Mixed	0	2	2
No answer	0	0	4
<i>Total</i>	22	24	50

Table 4A. Employment Status of Focus Group Members in Detail

Employment Status	Frequency	Percentage
Unemployed	16	32
Employed	34	68
<i>Total</i>	50	100

Employment Status in Detail	Frequency	Percentage
Not working – Looking	12	24
Not working – Exempt	3	6
In SIP	1	2
Working less than 32 hrs	8	16
Working 32+ hrs/on aid	19	38
Working 32+ hrs/no aid	0	0
No answer	7	14
<i>Total</i>	50	100

How They Got the Job	Frequency	Percentage
Through GAIN	10	29
NOT through GAIN	22	65
No answer	2	6
<i>Total</i>	34	100

A Note on Research Design

Teasing out *impacts* from *trends* is not straightforward. Experimental designs are usually the tool of choice for distinguishing between outcomes we observe ("gross outcomes") and outcomes we can attribute to the program in which we are interested ("net effects"). On the other hand, experimental methods are most effective when programs have been fully implemented and all implementation-related problems have been addressed. This is not yet the case with a program as vast and new as CalWORKs.

Although experimental designs create the conditions for evaluators to perform various statistical tests with confidence, they do not effectively take into account the social context effects and scale effects that play a role in determining impacts on the subject population. Experimental methods are largely adapted from the laboratory environment, where researchers have full control over research subjects; random assignment and other aspects of the experimental method decontextualize social action and distort program effects.

Appendix B. Additional Tables

CalWORKs Caseloads

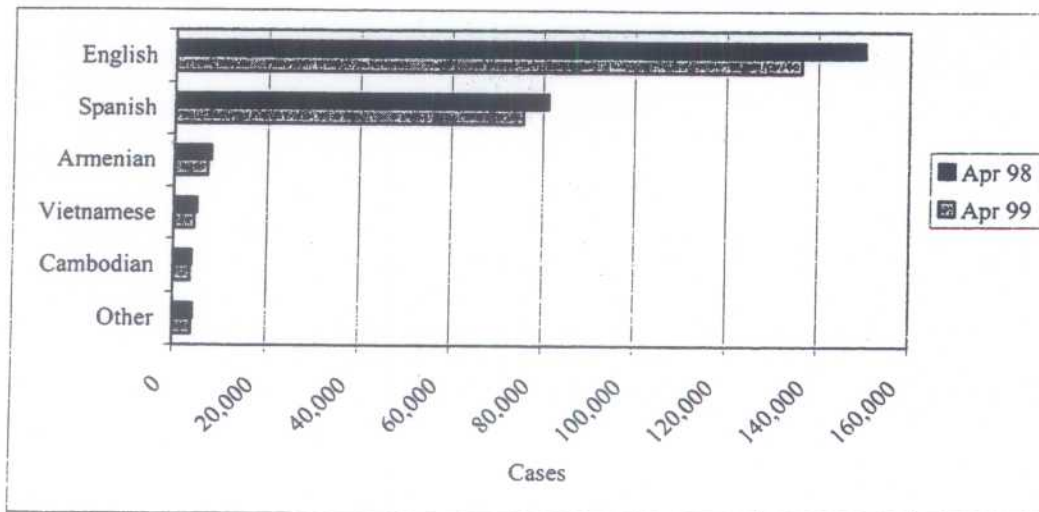
Table 1B. Reasons for Discontinuation of CalWORKs Cases, September 1999

	CalWORKs/FG		CalWORKs/U	
No Eligible Child	744	15%	143	15%
Increased Earnings	227	5%	129	13%
Increased resources or other income	42	1%	17	2%
Inter-county Transfer/Moved/Cannot Locate	389	8%	46	5%
CA 7 noncompliance	1,921	40%	362	36%
Other Client Initiative	1,520	31%	287	29%
Total	4,843	100%	984	100%

Source: State of California form ABCD 253 (2/94), CalWORKs-Family Groups and Unemployed Report on reasons for discontinuance of cash grant, completed for Los Angeles County by DPSS.

Note: Does not include transfers among CalWORKs aid types. CA 7 noncompliance for U and FG estimated from combined report. Includes estimated caseload for the Pasadena and South Family District Offices.

Figure 1B. Primary Language of CalWORKs Cases, April 1998 – April 1999



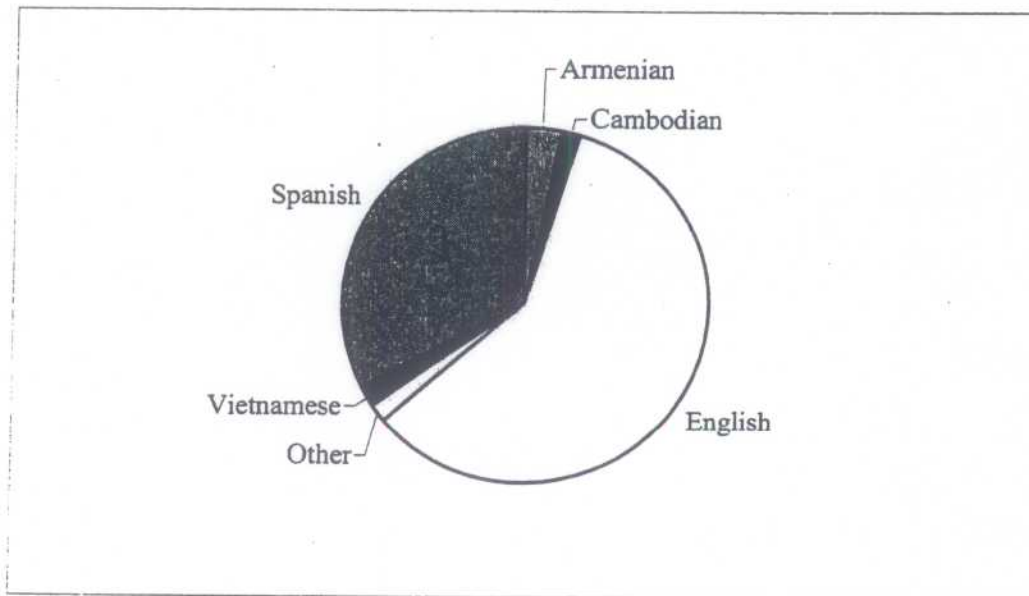
Source: DPSS Caseload Characteristics Report, April 1998 and April 1999.

Table 2B. Distribution of Primary Language of CalWORKs Participants, April 1998 and April 1999

Primary Language	April 1998	April 1999
	%	%
English	60	59
Spanish	32	33
Armenian	3	3
Vietnamese	2	2
Cambodian	2	2
Other	2	2
Total aided	100	100

Source: Data for April 1998 and April 1999 from CES tabulations of DPSS administrative data.

Figure 2B. Distribution of Primary Language of CalWORKs cases in April of 1999.



Source: DPSS Caseload Characteristics Report, April 1999.

Table 3B. Citizenship Status, Heads of New AFDC/CalWORKs Cases, 1996–1999

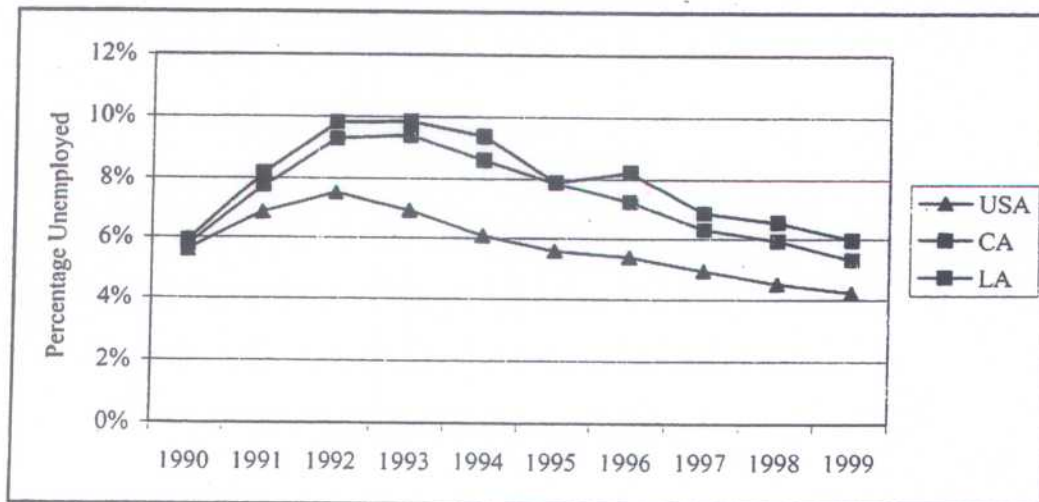
	New Cases	AFDC/CalWORKs Citizens	Legal Immigrants	Undocumented Immigrants
April 1996	7,754	60%	20%	20%
October 1996	7,767	65%	17%	17%
April 1997	5,846	73%	8%	18%
October 1997	6,543	73%	7%	18%
April 1998	3,717	69%	15%	16%
October 1998	3,617	67%	15%	18%
April 1999	3,942	66%	13%	20%
October 1999	3,061	63%	15%	22%

Source: Data for April 1996 through October 1997 taken from Table 1, Wendy Zimmerman and Michael Fix, 1998, "Declining immigrant applications for Medi-Cal and welfare benefits in Los Angeles County." Urban Institute, Washington, D.C. Data for April 1998 through October 1999 from SIB tabulations of DPSS administrative data.

Note: Headship determined by "first adult" for Urban Institute, "Applicant" status for SIB. Percentages do not sum to 100 due to the omission of cases with missing data for the citizenship of the head. Total monthly approvals do not equal official DPSS figures because they were compiled using different methodologies. Not adjusted for loss of Pasadena and South Family.

Labor Market, Income and Poverty

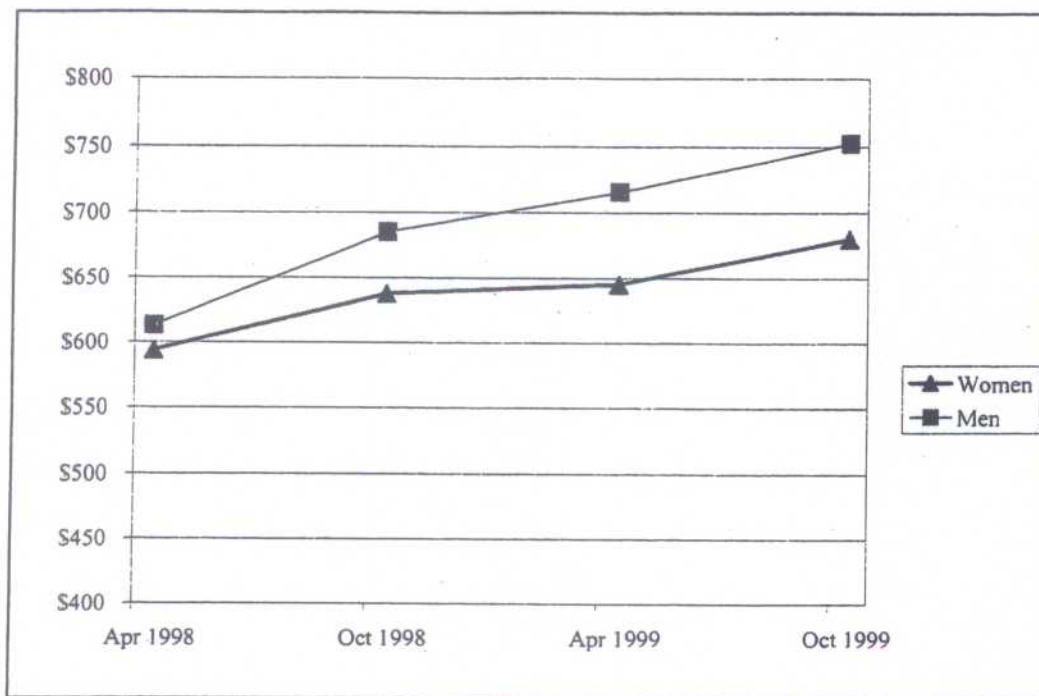
Figure 3B. Unemployment Rates, 1990–1999



Source: United States Bureau of Labor Statistics.

Note: Annual average unemployment rates.

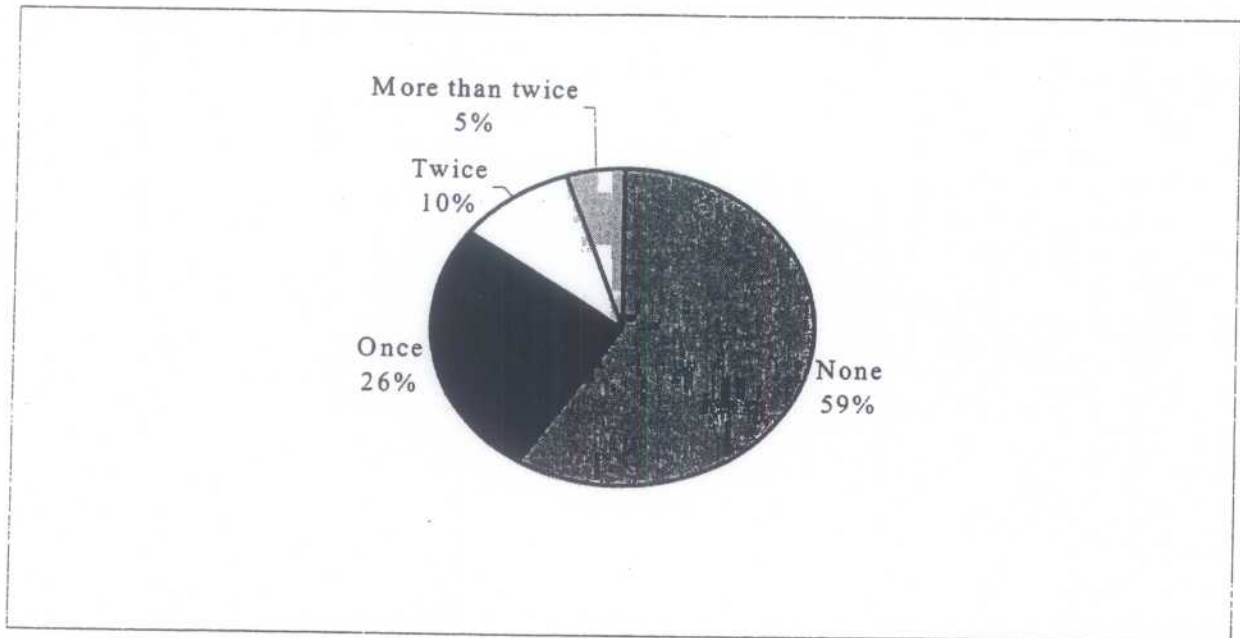
Figure 4B. Average Monthly Earnings of Adult Welfare Recipients with Earnings



Source: CES tabulation from DPSS administrative data

Note: Average earnings are computed from gross earnings reported by recipients in their monthly income statements and include both GAIN enrollees and working parents not enrolled in GAIN. Calculations exclude recipients enrolled at Pasadena and South Family offices.

Figure 5B. Number of Times Families Have Moved in the Past Year, Los Angeles County, 1999



Source: CES Surveys, current recipients who have been on CalWORKs for at least one year.

Notes: The figure shows answers to the survey question "How many times altogether (have you moved/did you move) in the past year, that is, since May 1998?"

Table 4B. Number of Address Changes of CalWORKs Families per Six-Month Period, 1998-1999

Number of Moves	April 1998		October 1998		April 1999	
None	169,274	86.1%	167,584	87.4%	162,062	87.1%
One	24,188	12.3%	21,599	11.3%	21,257	11.4%
Two	2,816	1.4%	2,336	1.2%	2,464	1.3%
Three	280	0.1%	225	0.1%	272	0.1%
Four	20	0.0%	17	0.0%	21	0.0%
Five	2	0.0%	0	0.0%	0	0.0%
Total	196,580	100%	191,761	100%	186,076	100%
% Moved	13.9%		12.6%		12.9%	
Annualized	25.5%		23.1%		23.7%	
Average Moves	0.16		0.14		0.15	
Movers	27,306		24,177		24,014	

Source: CES tabulation from DPSS administrative records.

Note: Address changes were counted if fewer than five of nine address components matched between months. For the purposes of counting, the address given in each month was compared with the next. The April 1999 counts were not adjusted for missing data from the Pasadena and South Family offices.

The percentages of moves presented in Table 4B are lower than those obtained through our survey, where approximately 40 percent of respondents had moved in the past year. This has at least two possible explanations: 1) the survey population was different than the overall population of aid recipients - people with extra problems were over represented in the survey, and/or 2) we underestimated the number of moves for CalWORKs cases by requiring too many differences in address components. For this analysis, we compared each of nine address components, including street number, street, city, zip, etc., and concluded a move had occurred if five or fewer components attached.

Table 5B. Cases Receiving Official Child Support Payments, 1998-1999

	CalWORKs/FG				CalWORKs/U			
	Apr 98	Oct 98	Apr 99	Oct 99	Apr 98	Oct 98	Apr 99	Oct 99
Cases with Child Support	13,192	13,134	13,137	12,513	584	555	568	547
Total Cases	201,465	190,760	186,033	162,918	42,842	40,129	39,765	35,353
% With Child Support	6.5%	6.9%	7.1%	7.7%	1.4%	1.4%	1.4%	1.5%

Source: CES tabulations from DPSS administrative data.

Note: No adjustment has been made for the lack of available data for the Pasadena and South Family District Offices in October 1999. We counted all cases that had at least one child support-related budget factor. These include absent parent contributions (code 1AP), court-ordered child support payments (code 1CO) and child support received by Food Stamps recipients (code 2CD).

Table 6B. Percentage of Participants Who Have Gone Hungry During the Last Year Because of Not Being Able to Afford to Buy Food

	Number of Cases	Percent
Never	43	70%
Occasionally	17	27%
Often	2	3%
Total	62	100%

Source: CES Surveys, current recipients who have been on CalWORKs for at least one year.

Note: "Has there ever been a time in the last 12 months when you went hungry because you could not afford to buy food?"

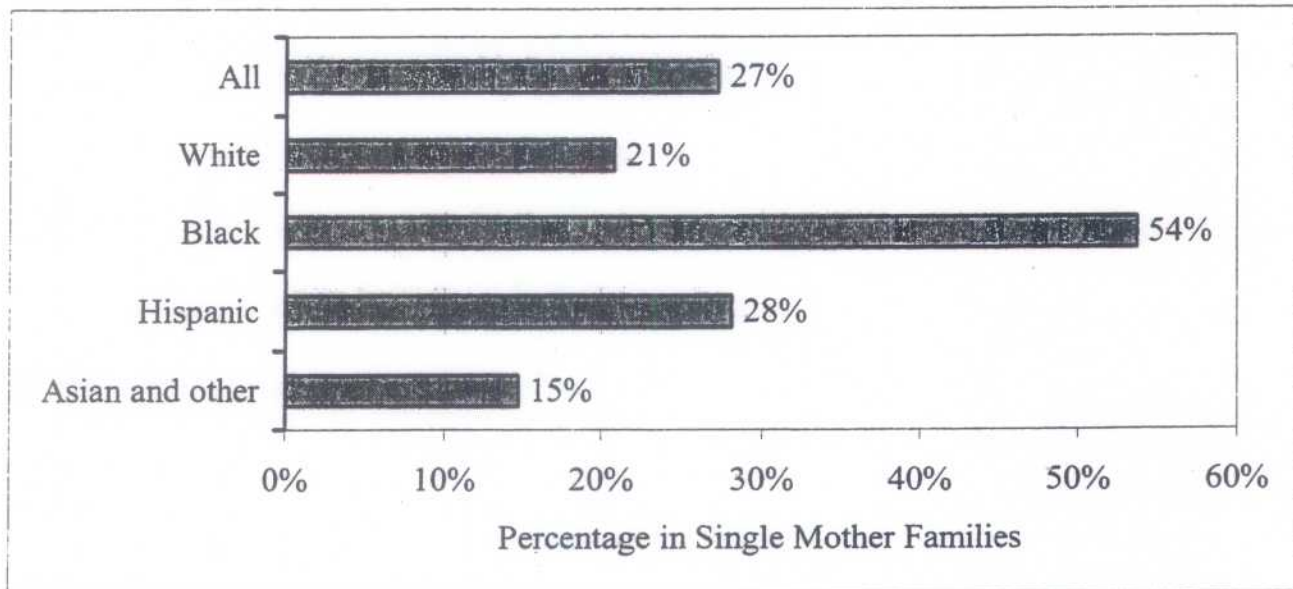
Table 7B. Percentage of Families Who Have Had Electricity Disconnected, Phone Disconnected, or Have Had to Ask Others for Help When Money Was Tight, During the Last Year

	Electricity Disconnected		Phone Disconnected		Asked family or friend for help	
	N	Percent	N	Percent	N	Percent
No	54	84%	36	58%	21	33%
Once	8	13%	15	24%	8	13%
More than Once	2	3%	11	18%	34	54%
Total	64	100%	62	100%	63	100%

Source: CES Surveys, current recipients who have been on CalWORKs for at least one year.

Note: Survey questions: "Has there ever been a time in the last 12 months when: Your electricity or heat was turned off because you could not afford to pay the bill; your phone was disconnected, or went without a phone, in the past year because you could afford to pay; in the last year have you had to ask family or friends for help when money was tight?"

Figure 6B. Percentage of Children in Single-Mother Families, Los Angeles County, 1992–1999



Source: Current Population Survey, March Supplement, 1992–1999. Note: The base population is all children in Los Angeles County. Percentages represent children in families headed by single females—not those headed by single males—as a proportion of all children.

Table 8B. High School Dropout Rates, 1995-1998

District/Community	1995-1996	1996-1997	1997-1998
Los Angeles Unified	9.24	7.36	4.95
Boyle Heights (LAUSD)	7.93	5.12	3.98
Central Long Beach (Long Beach Unified)	**	**	**
Compton (Compton Unified)	8.66	8.35	4.82
Glendale (Glendale Unified)	0.44	1.30	0.62
Wilmington-Harbor City (LAUSD)	5.35	7.51	4.27
Hollywood (LAUSD)	13.26	5.19	3.23
Lancaster			
Lancaster Elementary	**	**	**
Antelope Valley Union High	1.07	2.13	1.78
Mission Hills - Panorama City (LAUSD)	**	**	**
Rosemead (LAUSD)	*	*	*
Westmont (LAUSD)	15.50	9.30	6.80

Source: Educational Demographics Office, California Department of Education, <http://www.cde.ca.gov/demographics/>.

Note: Boyle Heights, Wilmington-Harbor City, Hollywood, Mission Hills-Panorama City, Rosemead and Westmont are served by the LAUSD; Central Long Beach is served by the Long Beach Unified School District; Lancaster is served by the Lancaster Elementary School District and by the Antelope Valley Union High School District; Compton and Glendale are served by their own Unified School Districts.

* Data not available

** Communities with only elementary schools.

Table 9B. SAT/9 National Percentile Rankings in Reading and Math, 1997-1999

District/Community	Reading				Math			
	All students		LEP students		All students		LEP students	
	3rd	9th	3rd	9th	3rd	9th	3 rd	9th
Boyle Heights High School (LAUSD)								
1997-98	14	17	11	10	24	33	24	26
1998-99	14	17	11	10	27	33	27	25
Central Long Beach (Long Beach Unified)								
1997-1998	10	**	9	**	25	**	28	**
1998-1999	13	**	12	**	28	**	27	**
Compton (Compton Unified)								
1997-1998	15	12	10	6	24	22	23	19
1998-1999	19	13	14	5	29	27	30	24
Glendale (Glendale Unified)								
1997-1998	38	35	24	12	47	57	12	34
1998-1999	44	38	30	14	57	62	47	38
Wilmington - Harbor City (LAUSD)								
1997-1998	17	28	12	6	26	46	24	20
1998-1999	37	27	36	7	31	46	27	24
Hollywood (LAUSD)								
1997-1998	12	19	11	10	23	32	23	25
1998-1999	17	19	16	11	37	29	35	23
Lancaster								
Lancaster Elementary								
1997-1998	32	**	13	**	32	**	19	**
1998-1999	33	**	18	**	36	**	26	**
Antelope Valley Union High								
1997-1998	**	34	**	6	**	44	**	23
1998-1999	**	35	**	8	**	45	**	20
Mission Hills - Panorama City (LAUSD)								
1997-1998	14	**	12	**	22	**	21	**
1998-1999	13	**	13	**	21	**	23	**

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Table 9B. SAT/9 National Percentile Rankings in Reading and Math, 1997-1999 (Continued)

District/Community	Reading				Math			
	All students		LEP students		All students		LEP students	
	3rd	9th	3rd	9th	3rd	9th	3 rd	9th
Rosemead (LAUSD)								
1997-1998	39	27	*	9	37	45	24	31
1998-1999	45	30	33	10	48	48	44	30
Westmont (LAUSD)								
1997-1998	18	17	*	7	21	27	*	23
1998-1999	20	15	20	8	36	26	47	22
Los Angeles Unified								
1997-1998	21	22	13	9	30	37	24	24
1998-1999	23	22	15	9	35	38	29	25
Los Angeles County								
1997-1998	28	28	14	10	37	44	26	27
1998-1999	31	28	17	10	43	45	32	28
California								
1997-1998	36	34	14	10	42	50	25	28
1998-1999	40	34	18	11	49	51	32	30

Source: California Department of Education's Standardized Testing and Reporting Data Server, <http://star.cde.ca.gov>

Note: Scores reported are National Percentile Ranks (NPR). See Appendix A for a list of schools within communities.

*Data not available

** Scores are not applicable for that grade level.

Table 10B. Births to Teenagers per 1,000 Births, 1993-1998

	1993	1994	1995	1996	1997	1998
Los Angeles County	48.5	51.5	50.9	48.6	47.3	44.8
Boyle Heights	70.3	79.8	72.1	68.7	64.4	54.8
Central Long Beach	*	*	*	*	*	*
Compton	78.9	84.4	83.6	69.5	78.1	78.8
Glendale	20.2	23.3	16.4	22.9	19.1	13.0
Hollywood	37.3	35.4	38.1	38.4	32.7	37.9
Lancaster	46.3	54.1	62.0	59.4	66.9	61.0
Mission Hills-Panorama City	46.6	51.1	54.5	54.2	54.9	56.1
Rosemead	44.8	44.2	51.4	31.2	29.7	37.6
Westmont CDP	77.9	83.9	72.7	73.8	75.0	65.0
Wilmington-Harbor City	53.6	54.1	57.5	50.7	59.8	46.7

Source: Los Angeles County Department of Health Services Birth Records for 1993-1998.

Note: Only live births are included. Because the cities of Long Beach and Pasadena do not report births to the County Department of Health Services, births in Pasadena and Long Beach hospitals are not counted here. Births to mothers who lived in the cities of Pasadena and Long Beach but gave birth outside those cities (but inside the County) are included here.

* Not Available.

Table 11B. Total Number of Substantiated Cases of Neglect and Abuse per 1,000 Children, 1992-1999

	Oct 1992	Oct 1993	Oct 1994	Oct 1995	Oct 1996	Oct 1997	Oct 1999
Los Angeles County	18.1	20.2	19.7	21.6	23.3	26.9	22.7
Boyle Heights	14.3	18.3	18.4	22.0	23.7	27.7	21.0
Central Long Beach	35.1	38.5	36.4	41.5	45.8	*	56.8
Compton	47.8	48.1	44.9	49.6	49.1	*	43.1
Glendale	3.9	3.6	3.8	5.1	6.4	8.3	6.9
Hollywood	12.1	13.0	11.4	12.8	13.6	19.6	14.7
Lancaster	15.1	22.3	21.2	25.6	33.5	32.9	34.8
Mission Hills-Panorama City	15.8	16.5	15.3	19.0	21.0	25.4	19.1
Rosemead	7.9	10.1	9.7	10.7	15.1	14.3	13.5
Westmont CDP	56.7	64.7	63.0	66.6	62.1	73.3	62.3
Wilmington-Harbor City	17.5	16.8	16.1	19.1	19.3	*	18.9

Source: Department of Child and Family Services (DCFS).

Note: Due to a computer system transition, DCFS was unable to provide complete data for 1997 and 1998. The rate for the County in 1997 was computed using weights to compensate for the absence of the Lakewood office. (See Appendix A for additional details.)

* Not Available.